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ABSTRACT

This report summarizes the results of a conference on declining enrollment sponsored by the Arizona State Department of Education. Topics covered include school closing, budget implications of declining enrollment, staffing problems and reduction in force, board of education and community support, problems of small school districts, and alternative building uses. The Arizona State Department of Education lists suggestions for maintaining community support during the decision making process necessitated by declining enrollment, including utilization of citizens' committees, increasing communication, dissemination of relevant information, and conducting a needs assessment. The results of a declining enrollment needs assessment conducted among conference participants is appended, as well as enrollment statistics for Arizona school districts. (Author/DS)

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Declining Enrollment Conference Report

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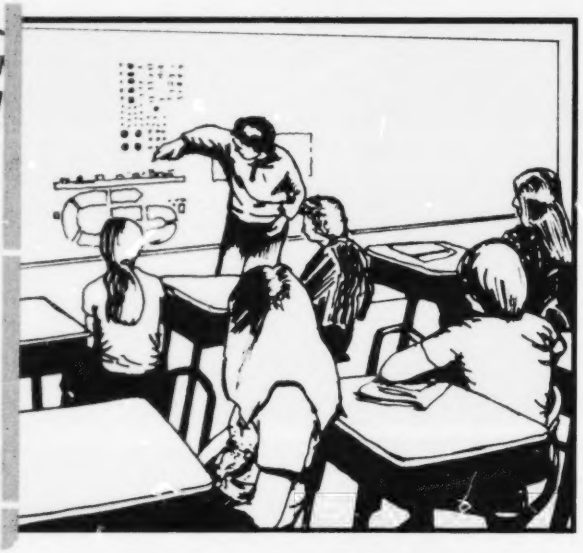

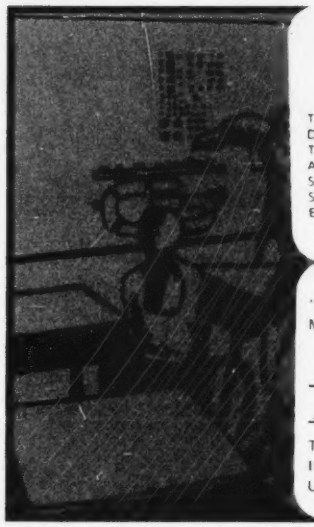

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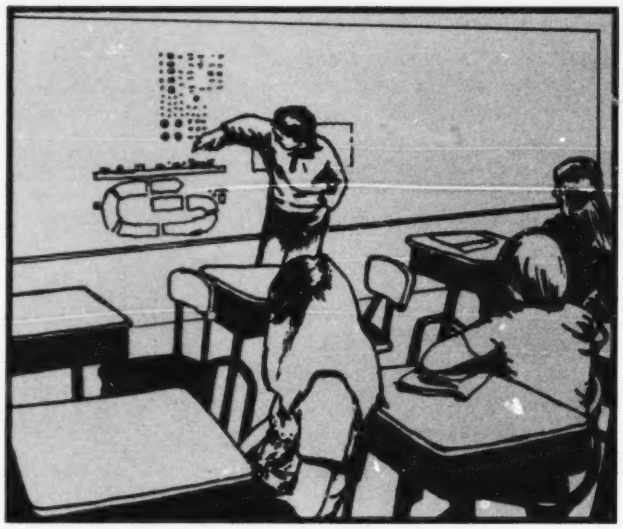

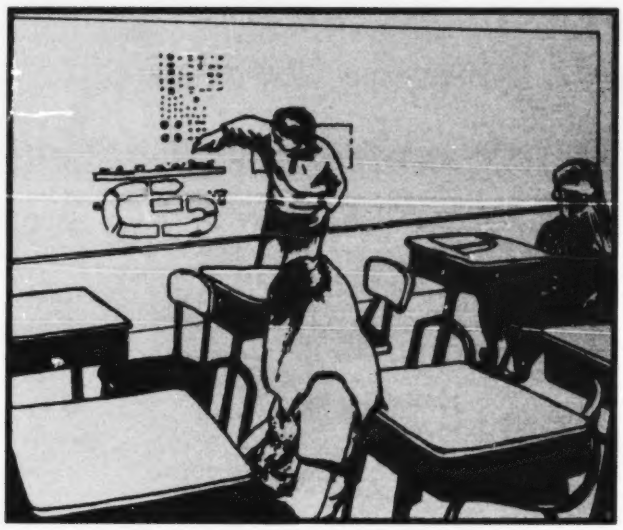

EA 009 937

Carolyn Warner, Superintendent

Arizona Department of Education

ARIZONA DEPARTMENT OF EDUCATION

Carolyn Warner, Superintendent

Dr. Jim Hartgraves, Deputy Superintendent

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DECLINING ENROLLMENT CONFERENCE REPORT

Carolyn Warner, Superintendent

Arizona Department of Education
1535 West Jefferson
Phoenix, Arizona 85007

June 1977

June 1977

On behalf of the Arizona Department of Education, it is a pleasure to present the Declining Enrollment Conference Report.

The contents of this report offer a valuable insight into the problems experienced by communities facing an enrollment decline in their schools and offer possible solutions to help make the transitions both smooth and responsible.

We express our sincere appreciation to the conference participants for sharing this valuable information.

Sincerely,

Carolyn Warner

Carolyn Warner
State Superintendent

INTRODUCTION

On December 3, 1976, a special conference on declining school enrollments was held by the Arizona Department of Education.

The objective of the conference was to create an awareness of, and identify problems and problem solutions related to, declining enrollment.

The Arizona Department of Education would like to acknowledge the outstanding educators who participated in the Declining Enrollment Conference.

A special thanks is extended to Hank Arredondo, Conference Coordinator; Sylvia Gaugler, Administrative Assistant; and Sharon Calkins, Conference Report.

FOREWORD

The Arizona Department of Education recognizes the importance of maintaining community support during the decision-making process and would like to offer the following helpful information.

Community conflict often accompanies decisions by educational administrators. People do not appreciate having decisions made without being consulted, especially if the decisions go against their own philosophies. Talking about the possibility of making unpopular decisions may often lead to fear, hostility, and organized opposition. While community conflict cannot be avoided, it can result in a constructive outcome by intelligent leadership from the local board of education and the local school district superintendent.

The process of controlling conflict is one that requires a great deal of time and effort. It also requires the assistance of many segments of the community. What may be effective in one community may not be effective in another. The priorities of one community may be different from the priorities of another. Yet, administrators must often make single broad-based decisions that are received differently by different communities. In community relations work, decisions must be made about:

1. The use of citizens' committees.

2. The use of local educational professionals.

3. The careful consideration of the demographic characteristics of those who may have input.

4. The possibility of increasing communication by a community survey of educational needs/priorities.

5. Appropriate use of in-house staff in conducting a community relations project.

6. Provisions for press releases of two types of information. First, notification that a project is under way and that volunteer participants are being solicited. Second, release of information about the goals and outcomes of the project, including but not limited to an indication of the ongoing working groups, proposing specific actions to meet identified needs, and encouraging groups to define the types of activities needed to meet identified needs.

7. The release of project planning information to all media, and the post-project release of results to all media. By paying careful attention to the above-listed steps, it is possible to generate total community involvement and commitment to the job of defining educational needs, setting goals, and working on meeting the goals established. A good first step in performing a community relations project is to indicate that a group of people are needed to make recommendations to local school districts. The role of the district's educational administration can be set forth as:

    a. Providing assistance to the committee.

    b. Giving the committee a specific charge as to the areas in which it should be looking to identify needs.

    c. Setting forth a schedule of events during which the committee will be meeting, discussing problems, obtaining outside input, meeting again, and working toward creating broad-based community participation in an educational needs assessment survey.

d. Making sure that the local board of education is involved with the needs assessment committee both in the formative stages and in the final stages of implementing programs to meet identified needs.

8. It is advisable that the administration hold public meetings to discuss what needs assessment is, to inform people of the tentative plans for a broad-based community needs assessment, and to receive community input. At this meeting, it is often good to focus on the following:

   a. Discuss the implications of community disagreement on various needs as they relate to the educational community.

   b. Identify the role of needs assessment regarding potential problems so that these problems can be solved before they become crises.

   c. Give information about current "problem needs" through a broad-based needs assessment.

   d. Record broad-based needs assessment input from the entire community. This assessment should indicate the entire community's collective needs, as well as those of particular subgroups in the community.

   e. Develop tentative solutions and modify these tentative solutions as a result of post-needs assessment working committee recommendations.

   f. Present a preliminary indication of how identified problems are to be resolved at a public meeting prior to solution implementation.

   g. Present the results of step 4 at an official board of education meeting so that both the board and the community are apprised of the actions being taken to meet identified needs.

   h. Involve the board in the pre-needs assessment process so that the board becomes a working part of the post-needs assessment problem solving. It is advisable in generating community involvement and for good communication that the following practices be considered:

      (1) Make all information available to the public through the media.

      (2) Hold *only* public meetings on needs assessments.

      (3) Send all needs assessment, progress, and final reports to community decision makers.

      (4) Establish tentative solutions and show modifications made as a result of public input.

      (5) Work closely with the media, keeping them informed at all stages, pre-, during, and post-needs assessment.

      (6) Keep both parents and students informed. Mail out newsletters, surveys, invitations to public meetings, and summaries of tentative solutions to identified problems/needs.

PARTICIPANTS
DECLINING SCHOOL ENROLLMENT CONFERENCE
December 3, 1976

Chris Allen
Supportive Teacher

Betty Jo Anderson
County School Superintendent

Hank Arredondo
Education Program Specialist, ADE

Glenn Ashby
Assistant Superintendent, Business

Len Barcelona
State President, AFT

Ray Borane
Assistant Superintendent

Sid Borcher
Deputy Associate Superintendent, ADE

Oliver Bovee
Superintendent

Jerry Bowman
Education Program Specialist, ADE

Frank Brophy, Jr.
School Board Member

Jim Brunstein
Associate Superintendent, ADE

Tom Caldwell
Superintendent

Chon Canchola
County School Superintendent

Mrs. R. E. Caroselli
Community Participant

Tony Cavallo
Education Program Specialist, ADE

Jim Cooper
Arizona House of Representatives

Gerald DeGrow
Superintendent

Charlotte Deuvall
Director, ADE

Louis Dixon
Principal

Bob Donofrio
Community Participant

Warren Downs
Community Participant

Bob Duvall
Administrative Assistant, ADE

Evelyn Elliott
Administrative Assistant, ADE

Gary Emanuel
Director, ADE

Janice Emmans
Community Participant

Darrell Evans
Superintendent

Morris Farr
Arizona State Senate

Al Ferencz
Teacher

Ralph Ferguson
Director, Technical Assistance, ADE

Leslie Follett
Director, Finance and Accounting

Mrs. Billie Foltz
Advisory Council Chairman

Bob Frazier
Arizona Education Association

Larry Gagnon
Education Research Associate, ADE

Jim Gibson
Assistant Executive Director

Virgil Gillenwater
Executive Vice-President, NAU

Thomas Godfrey
Superintendent

Dr. Ralph Goitia
Superintendent

Jane Graham
Administrative Assistant, ADE

Thomas Haddock
Superintendent

John B. Haldiman
Chairman of the Board

Janet Hatcher
Advisory Council Member

M. E. Hatter
Superintendent

Jim Hickman
Principal

Herma Hightower
Deputy Associate Superintendent, ADE

Billie Kay Hinton
Principal

Cal Holman
Arizona House of Representatives

Vic Hooper
School Board Member

Al Hules
Advisory Council Chairman

Martha Jo Hunsaker
Community Participant

Dr. Russell Jackson
Superintenent

Toby Jalowsky
Education Program Specialist, ADE

Bob Johnson
Tucson Education Association

Don Johnson
Director, Special Education, ADE

Kathy Johnson
Administrative Assistant, ADE

Paul Jones
Principal

Louis Joslin
Superintendent

O. B. Joy
Superintendent

Frank Komadina
Superintendent

Mary Margaret Lauerman
School Board Member

Kenneth Lawrence
Doctoral Student, U of A

Barbara L'Ecuyer
Educational Program Specialist, ADE

Dr. Thomas L. Lee
Superintendent

Jack Lynch
Principal

Hal Mathers
Assistant Director, Nevada DOE

Louis McDonald
Arizona State Senate

Dan Murchison
Superintendent

Ned Neidemire
Administrative Assistant/Programs

Harold Parker
Assistant Superintendent/Instruction

Jack Petersen
Superintendent

Steven Peterson
Superintendent

Bill Poston
Superintendent

Sue Pothoff
Community Participant

Dr. Barbara Prentice
Director, Research

Jean Ralph
Administrator

Dr. Bill Randall
Superintendent

Ron Redivo
Community Participant

Ernest Richards
Assistant Supt./Business Services

Dr. Tom Reno
Superintendent

Ralph Roda
Assistant Superintendent

Richard Ruff
Evaluation Specialist, ADE

Dave Salopek
Superintendent

Ed Sanders
Community Participant

Jesus Santana
Superintendent

Marvin Seglem
Director, Industrial Education, ADE

Ralph Shelly
Superintendent

Margaret L. Smith
Assistant Supt./Instruction

Richard L. Smith
Assistant Superintendent

Miriam May Sorey
State Board Member - Teacher

Lee Starr
Assistant Superintendent

Raymond Stoughton
Comptroller

Walter Suft
Community Relations Manager

Leona Sullivan
Business Manager

Don Swanson
School Board Member

Eugene Taylor
Principal

Hadley Thomas
Superintendent

Sue Tompkins
Education/Public Relations/Market Division

Tillman Turley
Education Program Specialist, ADE

Robert Usdane
School Board Member/Senate

Raymond Van Diest
Education Program Specialist, ADE

Mitchell Vavich
School Board President/Chairman

Dr. John Waters
Superintendent

Virgil Watkins
Community Participant

Larry Wescott
Community Participant

Charles Whitecraft
Superintendent

Dr. Don Wright
Superintendent

Pat Wright
Arizona House of Representatives

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Dr. Don Thomas, Superintendent of Salt Lake City Schools, Utah, presented the topic,

Problems Associated with Declining Enrollment

PRINCIPAL PROBLEM

Most superintendents are an optimistic group, inclined to believe in an ever-growing population. The reality of the matter is, however, that we must now learn to survive declining enrollment. The principal problem in the next ten years will be the ability of schools and school officials to deal with declining student enrollment, regardless of what may happen to the total population of the state.

Nationally, from the years 1972 to 1982, there will be an eleven percent decline in total school population. Unfortunately, the decline will not occur uniformly across the United States. Some districts may have a 20 percent reduction while other districts may remain constant or even experience an increase in their enrollment, but the total national school population will decline by approximately eleven percent.

PUBLIC AWARENESS

The most severe problem is developing public awareness. No one really wants to believe that declining enrollment is going to occur.

The first thing you need to establish with the public is whether or not they are serious when they say, "I want the best for my child." When it is put to a test, sometimes public actions do not create the "best things" for the children. Studies have proven that where parents are hostile to the school, where legislators are hostile, and where there is a high level of conflict in the school community, the children score low on achievement tests. If a community is serious about their children, and wish to solve a problem without hurting the children, they will do it in a rational, reasonable, and orderly manner. If they engage in community hassles, and still say they are interested in the children, they are not really congruent in what they say and what they do.

PUBLIC MEETINGS. Start with public meetings on the school closure. Public hearings may last as long as a whole year. Explain that the community has a problem which must be handled in an orderly and reasonable manner; it must be handled in a manner that will not create high energy levels of confrontation and a displacement of energies into fighting each other rather than educating the children. Hostilities expressed in public meetings are replicated by the children and have an adverse effect on the child's attitude toward school, school work, and interest in what is done in school.

PROBLEM RECOGNITION. Simply take the approach that any reasonable group of people would in business or industry, in a bank, or in any other kind of situation. When a problem exists, recognize it! Education's problem is an enrollment decline.

The problem of declining enrollment has been caused by a rapid decline in the birth rate. It is no longer fashionable or economically feasible to have three, four, six, and seven children. The present national average is 1.8. Because the economic situation has become more hopeful than it was in 1974, it is believed that we will stabilize at that level.

DATA COMPILATION. Once the problem is recognized, compile information from every possible source. This information could be gathered by a study committee, an outside consultant, or the state board of education, but supportive data must be obtained before any decisions are made.

> Especially important is the demographic data of the number of live births in the community and the survival of those live births between birth and kindergarten. In most communities, the long-range conditions of declining enrollments can be determined by simply looking at the history of how many live births eventually attend kindergarten in the district.

When analyzing this information, developing alternatives, and making recommendations to the

board of education, it is very important to proceed in a very orderly manner, in an open manner, and to make all information public.

No secret meetings should be held during the year that the problem of declining enrollment is being dealt with by the board. Secret meetings imply to the public that a master plan has already been developed regarding which school to close and that the public is being used in a game-playing activity to support this predetermined decision. But, if the process has integrity with everyone studying the problem together, then the public has greater credibility of the reality of the problem. Believability of declining enrollment is probably the hardest problem to solve; to get the people to say, "Yes, we do have a problem."

BREAD-AND-BUTTER ISSUES

A number of bread-and-butter issues must be dealt with. These are the things that produce insecurity, and these are the things that people need to deal with in a manner that will be helpful instead of antagonistic.

JOBS. The first item is the employees of the district; why do they oppose school closure? Very simply, anyone whose job is threatened will oppose the program.

Possible Methods of Reducing Staff

Terminate more aggressively for cause. If a school terminates employees on the basis of seniority, those terminated will be minorities and younger employees.

> "In Salt Lake City, we took the position that no teacher would be dismissed, but that we would terminate more aggressively for cause."

Early retirement is one of the easiest and least painful ways of reducing staff.

> "At age 60, if an individual retires in Salt Lake City, he is given a $10,000 stipend for retiring early. If that individual retires early, and he is at a $15,000 job, and we can maintain the position of an $8,000 employee, we have saved sufficient money to more than offset the stipend that we give that individual."

Possible Methods of Providing Job Security

Retrain secondary teachers for elementary positions.

Approach neighboring districts regarding job possibilities.

Permanent corps of substitutes. Teachers who are still unassigned after all positions are filled may be assigned to a permanent corps of substitutes. They are used to substitute on a daily basis for absent teachers and eventually to fill positions vacated because of death or retirement.

> In Salt Lake City these 10-12 unassigned teachers will usually have a permanent position by the end of the first semester.

SCHOOL BUILDINGS. People are frightened by the prospects of what is going to happen to vacant school buildings. They envision them as drug treatment centers, sex therapy units, mental health centers, or as providing other undesirable functions which they feel will destroy their neighborhood. These people need assurances that the building use can be controlled through building practices, and that the school district will be aggressive in working with the city to see that zoning does not allow the building to become a detriment to the neighborhood; realizing, however, that the final decision rests with the city or county government.

> Consider offering the building to another governmental unit at a fair market value. If the building is not needed by another governmental unit, then sell it by the bid process. Salt Lake City has never had a bid, so far, that has been under the tentative assessment of that building. This money is used to build new school buildings where the oldest buildings were located.
>
> In some cases, Salt Lake City has taken two old buildings and combined the population of the two old buildings into one new building. That's more acceptable to the people than to just not build the school.
>
> Salt Lake City's tendency is to eliminate buildings serving below 400 in student population as fixed costs become disproportionate to human costs.

Surplus Space

The use for surplus space is a problem. If a school cannot be closed because of geographic reasons, rent out a portion of the building to an outside agency. The benefits are a rental income and a decrease in the cost of utilities.

BUSING. The fourth bread-and-butter issue is, "Are you going to bus my child clear across town?" Parents today are frightened by the possibility that their child may be bused across town. Explain to the parents that by federal legislation, children cannot be bused any further than the second nearest school; that the community is simply being enlarged in order to develop quality education for the children.

SUPPORT. The fifth item is probably one of the most important items. You must have a board of education that is unanimous in its support. If the decision on school closure is not unanimous, it is extremely difficult to carry. If a choice must be made between keeping a community solidified or providing quality education by means of closing a school, do not close the school. The fracturization of a community is far more harmful to the education of the children than having limited funds available for education. Community hostility is most dangerous; the most harmful by-product of a declining enrollment study with school closure possibilities.

EFFECTIVE SCHOOL CLOSURE

Assuming the data indicates that the only way to survive is through school closure, what is the procedure to follow that will not destroy the community?

DISPLACED STUDENTS. Talk to the parents and tell them that the displaced students will not be hurt, because they foresee all kinds of evil happening to students who will be moved from one building to another. It must be demonstrated that because of the move, these students will benefit from greater educational opportunities.

> "For instance, receive a full-time librarian instead of a half-time librarian; they would receive a gifted program where they had no gifted program; they would have reading remediation opportunities that they didn't have in the past; . . . ."

Change without compensatory offerings is difficult to accept.

DISPLACED PARENTS. Deliberate plans must be made to keep the same people in roles of leadership (such as PTA President, etc.) when students are moved to the new school. Share these plans with the people involved in order that they will be given the same kind of status they had in the old school. You must also do this with displaced teachers, custodians, and secretaries.

IMPROVED EDUCATION SERVICES. It must be demonstrated that education services will be improved. It's a simple matter of showing that a certain amount of money can either be used for fixed costs or for human service—for operating expenses or for improving the quality of education.

ALTERNATIVES

The final question usually arises, "Are there any acceptable alternatives to the closure of schools?"

There are two options—more state money or rental income from your building. If neither option is available to you, then you must close school buildings; there's no other way.

SUMMARY

The process may be difficult and emotionally trying, but once it is done, the satisfaction of seeing the educational program produce increased test scores, higher attendance levels, more positive attitudes, and fewer students graduating without attaining the appropriate reading level, makes it worth the effort. But, remember, it is most important that the process not lead to the fracturization of the community. If a community is in difficulty because of polarization, the state board of education or some other group needs to come in and smooth out the hostilities before you go ahead with the program; otherwise, you may win the battle of economics but lose the children in the process. If you have to choose between one or the other, save the children and forget the money. But, hopefully, you can win the economic battle and do it well and in an orderly process; and as a result, produce quality education for the boys and girls of Arizona.

Following Dr. Don Thomas' presentation, a group discussion was held on "Identifying Problems Faced By School Districts With Declining Enrollments."

The first small group discussion leader was Dr. Ralph Goitia, Superintendent of the Tempe Elementary School District on the subject of

Closing a School

PROBLEM

From an administrative standpoint, board member standpoint, and community standpoint, it is very difficult to close a school. Closing schools is a "no-win" activity.

PUBLIC RELATIONS

One of the most important things to remember is that district-wide or school-wide, some basic public relations procedures must be followed. Time must be spent in the community and with the employees and staff.

> When Monroe School was closed, problems were generated by two teachers who only had one year to retire and they wanted to retire at Monroe. It seems like a really small kind of thing, but it tore the district apart.

PARENTAL INVOLVEMENT. It is vitally important when closing a school to remember that the public has no loyalties to the district. All of their loyalties are to the neighborhood school which is being closed.

These people identify with the school; they are worried about what is going to happen to the neighborhood. They have had a role in the power structure of the school. They know the principal, the teachers, the janitors, and they feel like they have a say in that school. For these reasons, information regarding the closure must be directed to the parents of the children within that school.

PLANNING. If sufficient planning has not taken place, problems occur. One solution which has been proposed is five-year studies.

> "We planned Monroe four years before we did it; and McKinley, three years before we did it. So, it's not an overnight type of activity."

A master plan of the entire district has to be developed. When it has been determined which schools will have to be closed, different strategies have to be developed for each school.

> "The second school that we proceeded to close, we developed a little brochure, a little review of Jackson School. This has everything anybody wants to know. It has every child's name, exactly what school that child will go to, where the crossing guard would be, how they would be bused, who their teachers were going to be, who the principal was going to be, the maps, the cost savings."
>
> * * * * *
>
> "And, furthermore, the superintendent or the principal . . . met with every parent in their home."

Planning must be accomplished in the finest detail so that every question imaginable is answerable to the parents.

COMMUNICATION. Basically, the most important area is that of communication. You must communicate very openly and very candidly on a district-wide basis, particularly with the parents.

Also, remember that tax groups such as the Tax Research Association are watching the tax dollar, even if they don't come to your support.

SUMMARY

To successfully attempt closure—the only way to do it is through real in-depth planning, involvement with parents, and an open avenue of communication.

The next speaker was Mr. Glenn Ashby, Business Manager of the Creighton Elementary School District on the subject of

Budget Implications

PROBLEM

According to the national comparison, school costs will increase 10 percent this year (1976-77). This 10 percent continues a seven-year progression of sharp increases in school budgets. Since the 1967-68 school year, education costs per student have risen 132 percent, whereas the Consumer Price Index increased only 59.3 percent during the same period. Public school enrollments have declined by more than 1.2 million students since the 1971-72 school year; yet during the same period, educational costs climbed about 55.6 percent. These statistics indicate the dilemma school districts find themselves in with dropping enrollment. The public expects costs to go down as enrollment decreases, but in this period of rising costs, it is impossible to keep them from going up.

SALARIES. The largest expenditures in a school budget are the salaries.

Attrition

School districts faced with rising costs and declining enrollment hope that there will be sufficient attrition of existing staff to avoid laying off teachers when positions are eliminated. When teaching positions have to be cut back more than provided for by attrition, nontenured teachers will be let go. The result is that the average training/experience ratios in high decline districts will rise more rapidly than in other districts, thereby increasing costs with no improvement in program. Districts with high teacher training/experience ratios and low turnover will be affected most severely.

> "In Creighton District, we have been experiencing a decline over a period of 16 years."
>
> * * * * *
>
> "We have one of the highest average teacher salaries in the state although our salary schedule is more or less the same as most of the districts here in the Phoenix area."

Early Retirement

An early retirement incentive plan to encourage teachers to retire early is one method of creating vacant positions. The big stumbling block of early retirement is the lack of insurance coverage until the teacher qualifies for Medicare at age 65.

> "We carry them on insurance through those years, paying them up to $3,000 for some consulting work, etc."
>
> * * * * *
>
> "The first year we saved about $40,000 on this program."

EMPLOYEE BENEFIT COST. Employee benefit costs have jumped, since the 1969-70 year, 100 percent nationwide.

There is a possibility that *unemployment tax* will be begun for schools on January 1, 1978, and *Social Security* tax continues to increase.

Medical insurance jumps at the rate of 15-20 percent a year.

HIGH COST PUPILS. The incidence of high cost pupils, including handicapped and education of the disadvantaged, will rise in urban centers as enrollments decrease. There are two factors at work. First, the decline in birthrates is not as dramatic in low-income families as it is in the middle class. Second, the out-migration of middle class families to the suburbs is likely to continue, leaving behind the less advantaged families whose children require more services. The burden of this changing enrollment must be borne by reducing services to pupils in regular programs and/or by higher taxes.

INSTRUCTIONAL MATERIALS.

> Creighton found that as a result of individualized instruction, the teachers did not have the time to effectively use workbooks, weekly readers, etc., so many of these items are no longer purchased.

TRANSPORTATION. It is difficult to save money in the area of transportation unless entire bus runs are eliminated.

MAINTENANCE. The closure of substandard buildings reduces maintenance costs.

Contract cleaning is a possible money saver if the custodians are presently on the regular payroll and receiving fringe benefits. If night sweepers receiving minimum wages and no fringe benefits are used, contract cleaning probably would not be advantageous.

> Creighton School District has five out of seven schools on contract cleaning with a savings of $50,000 a year. Contract cleaning was incorporated gradually as custodians retired or quit. No one was laid off.

SCHOOL FOOD SERVICE. The cost of maintaining a school cafeteria can be reduced by various methods.

Increased Participation

Offer a plan where lunch tickets may be purchased in advance by as much as one year.

Encourage the participations of eligible students in the free and reduced lunch program.

Faculty Cost

Charge the faculty full cost of the lunch. It is against federal regulations to charge them less.

Clerical Help

Approach your local bank regarding their services.

> "We got our bank, in a weak moment, to count our money for us at no charge."

STATE AID. Fewer pupils clearly means less state aid. Without a state-level adjustment for enrollment decline, locally raised revenue per pupil in high declining districts will probably increase more rapidly than state aid per pupil compensation will increase.

RECOMMENDATIONS

Long-range enrollment predictions completed not only on the district level, but also on the city-wide and county-wide levels.

Long-range financial planning.

Study laws carefully as they are passed by the legislature.

Inform the legislature of problems and possible solutions.

Dr. Gerald S. DeGrow, Superintendent of the Phoenix Union High School District, was the representative for the very important topic of

School Board and Community Support

When a decision is being made regarding a possible school closure, it is very important to gather school board and community support. Educate the school board on the problems, especially the new members. Talk to the alumni and the "illustrious people" and gain their support.

POSITIVE EFFECTS

Along with the many problems, declining enrollment has created some positive effects.

DEBT FREE. With a decrease in the need of new buildings, capital money can be switched to operational money which is a real plus factor.

SPECIAL EDUCATION. Six years ago Arizona did not have a special education program; now a full program is in existence. Without the extra space created by declining enrollment, there would have been problems housing the program.

TEACHER-PUPIL RATIO. Declining enrollment has had the positive effect of lowering the classroom student-pupil ratio.

> "We used to have a teacher-pupil ratio of well over 150 to 1, and that has now dropped to almost 138 to 1 in our regular programs and lower than that in our special programs."

PROBLEM

The inner city has some unique problems which must be taken into consideration when contemplating school closure.

STUDENTS. When going through the process of closing a school, look very carefully on what effect the decision will have on the students. Inner-city students have special problems which may well make it worth the extra dollars required to keep their school open.

> The predominantly Black and Mexican American student population does not meet the racial mix standards set by federal mandate.
>
> Phoenix Union has an open school policy where students may enroll in the high school of their choice, a situation which has resulted in the cream of the crop enrolling in other schools. The 1,100 remaining students had difficulty with the basic reading skills test as freshmen and the math test grades were low.
>
> Cultural and language barriers are a contributing factor to inner-city problems, along with economic conditions which place this school population in a low monetary bracket.
>
> "So, with this in mind, why do we keep it open? Not because we're afraid to close it . . . We really feel to scatter them to another five or six schools . . . where they are going to be hopelessly lost in large schools, they will have no opportunity for leadership. Teachers really care at that school (Phoenix Union) . . . They are there because they want to be, and they want to help those inner-city kids. I don't think we could get quite that kind of caring when they are lost in the general population."

RED LINE EFFECT. The red line effect is when the bankers finally say to the inner city, "No more money." The decision not to put further mortgage money into homes or businesses brings about the inner city.

Because bankers have a control over what happens to your school, you'd better be talking to them. The three M's where you look for support are money, manufacturing, and media. Besides looking to the PTA and the parents for backing, you'd better be talking to these three.

RIPPLE EFFECT. When an inner-city school is closed and the students moved to the surrounding area, the middle class students immediately go out to the suburbs. This results in an overpopulation of schools in the suburbs.

FEDERAL GOVERNMENT EFFECT. School closure could possibly end up in the courts. The effect of a court suit would be inactivity and loss of decision-making powers during this period of time.

"For instance, in Tucson they don't dare build a school, they don't dare close a school, they don't dare change their boundaries until their court suit is over."

SUMMARY

When gathering support from the board and community for a possible school closure, first think about the possible effects. In some ways, you have to be a hero to close a school. In some ways, you have to be a hero not to because that may be the easy way out. The decision of school closure must be made from the criteria—what is best for the children. If they are better off where they are, then you had better make new economies or ask the people for more money.

Dr. Bill Randall, representing the Unified School District, Scottsdale, spoke on problems related to

Staffing

PROBLEM

Declining enrollment does not entirely take place in any one school, grade level, age level, or year. The decrease in student enrollment is so spread out that it is impossible to use this figure as a justification for staff reduction.

Most districts have some kind of an organized process for reduction in staff having to do with seniority, certification, and, as of late and yet still unresolved, the sex, age, and background of the teacher. There are many different ways reduction of staff has been handled by various districts; some methods have not yet been tested. The outcome of a sizable reduction in force is yet to be seen.

RETRAINING. Instigate a thorough search of the personnel files to become familiar with the training, credentials, and certification possibilities of the teaching and administrative staff. During this search these records may reveal that some staff members are close to becoming certified in other areas where there are increased needs, such as special education.

> "We advertised in each of our buildings that there are going to be openings in special education . . . listing the courses needed to become certified."

EARLY RETIREMENT. Until the retirement laws in Arizona are changed, early retirement is not going to be as tremendously effective as it could be.

TRAVELING FACULTY. If the decision is made to keep open a school with declining enrollment, it may be necessary to enter into a sharing faculty situation. Develop the criteria for that sharing faculty before it is implemented. Communicate to the staff before suddenly reducing the services of the principal, librarian, nurse, etc.

COMMUNICATE. A vast majority of the paraprofessionals or noncertified staff have a tremendous impact on communications because they are usually parents and/or live in the community. All employees–administrative, certified, and noncertified–must be made to understand the problems.

ALTERNATIVE?

We have to begin to look at what is really in the best interest of the students. Is it in the students' best interest to keep the straight seniority system on reduction in force? What happens after an enrollment decline of three or four years and all the nontenure teachers have been let go? Arizona's law does permit schools to eliminate specific programs; but consider the impact on the community if drama, inner-school athletics, etc., were eliminated. It must be recognized that if the enrollment decline continues, a better way of handling staff reduction must be devised.

ALTERNATE USE OF BUILDINGS

PARTIAL USE. During the period of rapid enrollment increases, a tremendous number of finger wing-type buildings were built. This type of building is very easily isolated. Possibly municipalities and other agencies could be approached regarding the possibilities of partial use of these buildings.

> "In the northwest . . . some very creative things have been done with partial use of the school buildings . . . Community health units were located in school buildings. Community fire and police substations were working with schools, operating and renting partial use of the facilities."

SUMMARY

It's great to talk about long-range planning, and it's great to do it. But, be aware that many things can affect these plans. For example, an international crisis has a direct effect on the birthrate of this country; it goes up. Because of this possible flexibility, it is very dangerous to project over a long period of time and then act as if that's going to be the way it is.

Mr. O. B. Jov. Superintendent and member of the State Board of Education, from Bisbee, addressed

Problems and Solutions for Small School Districts

Of the 300 districts in the state, more than one-third are considered small, meaning 15 or fewer teachers.

PROBLEM

BUILDINGS. Closed school buildings do not necessarily have to become a liability to the community, but instead can be made a positive asset through various avenues.

> "We (Bisbee) had to close the junior high school, and we sold it to the county for ten dollars. They spent about two million dollars on it and made one of the best county complexes for their county engineering department and an exclusive meeting place and suite for their board of supervisors."
>
> * * * * *
>
> One elementary school is now a nursing home.
>
> * * * * *
>
> "The second floor of one is being used by the school district as a community education center; the first floor is devoted to rehabilitation education . . . ; the third floor is rented to county, state, and federal offices."
>
> * * * * *
>
> "Our old high school building we still own; it's a three-story building. My offices, storage, and warehousing occupy the first floor; the second floor is devoted to County Health Department; and the third floor is the County Superintendent of Schools Office—we get rent from that."

STAFF. The reduction of staff positions is a real problem.

> Five years ago, Bisbee had to start reducing staff at a rate of 15 to 20 teachers each year.

Possible solutions may include:

Monetary inducements for *early retirement.*

Retraining staff for special education positions.

Obtain as many *federal programs* as possible in which to place teachers.

SUMMARY

When declining enrollment becomes a severe problem, you are really going to have to work to keep your board and community with you. It is helpful to keep a good relationship with the press. It is most important to keep the lines of communication open.

Mrs. Carolyn Warner, Superintendent of Public Instruction, Arizona Department of Education, gave the luncheon presentation of

Meeting the Challenge of Declining Enrollment

PROBLEM

The quotation today is: "Does anybody want to buy a schoolhouse?"

After a quarter of a century of rapid and sometimes spectacular growth, an increasing number of school districts are faced with shrinking enrollments. Certainly, here in Arizona we are not excluded. Arizona, one of the most rapidly growing states in the United States of America, is experiencing a declining school enrollment affecting approximately one-half of its school districts.

First, we must identify, isolate, and investigate the problem. Then we must find out what opportunities are in the problem and do a conversion; convert that problem into an opportunity for service and responsible leadership.

CAUSES

BIRTHRATE. This country has always been growth oriented. Growth is the only framework we're comfortable with—larger Gross National Product, larger production, more children, more schools, more shopping centers, more homes. More of everything! For that reason, the emotional shock of having to reverse that and deal constructively with the opposite situation is very difficult for us to handle.

This growth-oriented country ignored the birthrate when it began to decline. We didn't want to really address it and all of its ramifications.

When estimated births for 1973 were noted to be slightly under 3.2 million, more than 1 million less than in 1960, it finally caught our attention. We decided the "baby boom" was over, the "baby bust" or "birth dearth" had begun, and it was going to have ramifications for educators. As with population, so with enrollment.

MOBILITY. Our very mobility tends to complicate the picture. The average American family moves once every five years. This mobility has resulted in important changes in the concentration of population and, consequently, in the demand for schools.

RESULTS

SHRINKAGE. Shrinkage and how to cope with it has become as much a scene of the 70's as growth was for the 40's and 50's. Board members suggest that during the next few years declining enrollment could be handled with a minimum of change; that a decrease in the dropout rate or perhaps an increase of students attending special education classes will compensate for the decrease.

Regardless of these two possibilities, there will be a decline. The U.S. Office of Education tells us that the 1973-83 enrollment in public schools will drop from 45.4 million in 1973 to 41 million in 1983.

School board members have a tendency to feel that a 7.5 percent decrease over 10 years can be handled as it occurs. That may be true on the average. Student enrollment decreases are not going to occur on an average though. Some school districts are going to suffer tremendously while others are going to grow, which complicates the already difficult job of public relations. It is extremely difficult for people to understand how we can be experiencing both conditions within one state, let alone within one district. Today we have empty classrooms in one area of the district while in another area classrooms are being built.

EMPTY CLASSROOMS. School superintendents all across the country are facing a series of harsh questions: What do you do with empty classrooms? Should part of the building be closed off? What do you do with an empty school?

It's a very difficult problem to attack. Shrinkage creeps up; it doesn't happen overnight. First there's one empty room and then there's another and then another. Then what do you do? You want to retain the integrity of the community. You don't want to become part of the problem in that community.

Opportunities

Many districts are desperately overcrowded and are delighted when the decline begins.

The pressure of *double sessions* and *portable classrooms* can be *eliminated. Innovative programs* can *emerge* which had been crowded out previously.

It provides opportunities to *close* or *consolidate* smaller schools or those that cannot offer top-notch programs for the children.

In some parts of the cities it creates the opportunity to meet *renewal demands.* Some buildings are below standard, and the only fiscally responsible answer is to destroy and rebuild. In some cases, they could simply phase out some of these schools.

Other schools can *reduce student/teacher ratios* as a result of an enrollment decrease. Instruction is improved and in many cases, behavioral problems are helped. Reduced class size is especially welcomed in areas where shifting population patterns have brought in large numbers of pupils lacking school readiness.

PLAN

Each community will respond to shrinkage depending entirely on its individual characteristics, its style of communication, its decision-making process, and public action. Others can only suggest from experience the probable responses and ways to turn to positive reactions. But, all communities can start from one common premise–any plan for shrinkage should include ways of improving the quality of the service the system delivers and, at the very least, maintain the current level of service. In other words, there must be a plan.

A plan must have:

An agreed upon set of *goals with specific objectives.*

An *analysis of the facts.*

Projections of the future.

A set of possible *solutions, alternative organizations* and *patterns for school use and/or abandonment* of outmoded and unsafe schools.

A choice among *alternatives* for a preferred course of action *with a justification* of the alternate selection.

Preparation for the *time sequence.*

A *cost analysis* of the implication of the selected plan as against alternative actions or options.

COMMUNITY SUPPORT

An emotionally laden problem such as school closure needs long analysis, well-based justification, and sharing with the community because once community support is lost, it is very difficult to regain. Closure is more of a people problem than a numbers problem. It even becomes political. Adding a new school or subtracting an existing one are two quite different symbols of change. Adding represents the affirmative–growth, renewal, and confidence in the future. Closure seems to imply just the opposite–decline, aging, and decadence.

PUBLIC AWARENESS. It is our job, not someone else's, to bring the public to the awareness, to the understanding, and then to the point of willingness to take action and support whatever must be done.

COSTS. We have to help people understand that a reduction in numbers is not necessarily a reduction in costs. This is very difficult to explain, but costs have a notorious way of clinging regardless of whether the enrollment decrease is rapid or gradual. Inflation, too, plays a role in keeping school costs up even with declining enrollment occurring.

CHANGING BOUNDARIES. Other issues which must be dealt with are changing boundaries and school populations which result in different economics, social, ethnic, and racial mixes.

IN CLOSING

The future of the nation has been entrusted to us by the means of adequate funding with which to provide educational opportunities to supply our nation with a literate populace in the years to come. This is a tremendous statement of trust.

Arizona has a remarkable educational system. Our students' test scores are two-tenths of a grade above the national norm. The dropout rate experienced in Arizona is about one-half that of the rest of the nation. This has been accomplished even though about 25 percent of our population could have difficulty with the English language.

Hopefully, this conference will be the beginning of addressing another problem and converting it into an opportunity so that the transition is both smooth and responsible.

Dr. Don Thomas wrapped up the conference by recommending solutions to some of the problems associated with school closures.

Recommended Solutions

STRATEGIES

Different strategies, other than simply closing a particular school, can be used. It is sometimes possible to take a more wholistic approach by looking for ways to improve the whole district, rather than looking at a specific area of decline. This may include a look at the organizational pattern, the size of the buildings, and the landownings of the district and simply say, "If we had to start all over again, how would we structure this school district? Where would we place our schools? What size of schools would we have? Where would the children be?"

COMMUNITY SUPPORT

Community support is an area of great concern to those involved in a possible school closure. What is the process that will provide community support and at the same time do the job that needs to be done.

PROCESS

The board of education can adopt certain policies which will allow the public to become a part of the decision-making process.

COMMUNICATE PROBLEMS. The board of education has a responsibility to articulate the problem forcefully, clearly, and openly. Do not alleviate the severity of the problem. The public must be made aware of the seriousness of declining enrollment.

PROBLEM OWNERSHIP. The board must make it clear to the public that this is a community problem; not a problem owned by the superintendent. This is the community's problem because it is their children's problem. The superintendent is a professional who is in the district to help solve the community's problem.

ROLE OF SUPERINTENDENT. Board members must adopt an official policy regarding the superintendent's role in the process of examining the declining enrollment problem. This policy should state that a serious problem does exist and the board is *requiring* the superintendent to investigate the problem, to compile complete data concerning the problem, and to make recommendations on the best way to handle the problem.

If this is done, the public realizes that the superintendent isn't dealing with this problem on his own, but is *required* to by the board.

OPEN MEETINGS. The board next announces that during the process of examining the problem of declining enrollment, no executive sessions will be held and all work will be conducted in open view. All meetings, whether staff discussions, board breakfasts, or board study sessions, must have public participation. Invite the PTA officers and the media so that the problem is an open, widespread community problem.

It is very important that *all* meetings be open to the public. If even one secret meeting is held, the public will assume that a master plan has already been developed and no amount of public participation will change this plan.

BLUE RIBBON COMMITTEE. The board should next officially appoint a committee to study the problem cooperatively with the staff. This report will lack credibility unless there is public participation in the decision-making process.

Charge

The board of education gives the committee the charge to study building needs and to make recommendations concerning the educational programs that are related to the building needs of the district.

Time Limit

It should be impressed upon the committee that they have a definite time limit which cannot be extended.

Public Reports

During the time the study is being conducted, all reports produced by the study group are made public at the same time they are given to board members.

Public Hearings

Once the blue ribbon committee has made its major report to the board of education, public hearings should be held to discuss the committee's report.

OPINION MAKERS. In the beginning, during the blue ribbon committee study, the opinion makers of the community will be identified by the superintendent and staff.

> Opinion makers are generally religious leaders, clergy, members of the Chamber of Commerce, legislators, and people in banking, commerce, and manufacturing.

These people should be mailed the committee progress reports, the minutes of board meetings, and the final reports.

These opinion makers are your salvation if you keep them informed, because in the absence of data, rumors have greater credibility.

PUBLIC MEETING. Once all data is collected and all options examined by the board of education, a public meeting is held to make the final decision.

At this meeting discuss the options and then vote.

The temptation is the greatest before this meeting, to hold a secret meeting because the board members want to know each other's views before they vote. Prevent this pressure by studying the options thoroughly and by making the options well known to the public.

IMPLEMENTATION. It is extremely important to meet with the parents and children and explain in fine detail what is going to happen. Inform them of which school each child will go to and which bus they will ride. If a lapse of time occurs between the board decision and the implementation of the decision, pressure groups begin to activate.

It is extremely important that implementation begin immediately after the decision is made.

TENURE LAWS

Tenure laws *do not* protect incompetent people. Tenure laws *do* require termination for cause which is a difficult job.

> Salt Lake City has "set up a Teacher Assistance Team made up of a learning specialist and two teachers. The principal identifies . . . people that need to be put on remediation. Once the person is identified, an assistance team is assigned to that person, and they have five months to remediate or terminate."

SURPLUS SPACE

Various literature is available on what various communities have done with entire buildings and with partial space in the building.

Cooperate with other agencies—there are always more options than it first appears.

TRANSPORTATION

Required closure of schools does definitely require more transportation.

> "Salt Lake City has now purchased our own buses . . . we had none before."

BOARD SOLIDARITY

Do not publicly criticize a board member.

Have the attitude that each board member wants to do what is right for the children.

Remember each board member is elected to represent the public.

Keep the board informed of events or issues on a continuing basis.

The board and superintendent should work together closely.

Consult the public for help in making decisions.

IN CLOSING

When working with the problem of declining enrollment, tap local talent and work closely with the state board of education. The decision-making process is painful, but the reward of improved educational opportunities for the children makes the process very worthwhile.

APPENDIX A
RESULTS OF NEEDS ASSESSMENT

Members of the Arizona educational community who attended the conference were asked to fill out a "Declining Enrollment Needs Assessment" survey. The results of this survey are providing the Arizona Department of Education with necessary information on how to best provide technical assistance to school districts facing declining enrollment related problems.

Results from the Declining Enrollment Conference Needs Assessment Survey have been compiled. In general, two primary areas of need were identified. (1) Community relations needs (because of the conflicts of closing schools), and (2) Problems with staffing schools as student enrollment declines. Conference attendees rated each need statement for:

1. Importance?
2. Is the need currently being met?
3. Arizona Department of Education's responsibility to help?

Critical needs (high importance, low current achievement, high responsibility of ADE to help) are listed below. The number in front of each Need Statement represents how *critical* the need was rated. For example,

"1st. Develop procedures on how to pay for an early retirement plan for older teachers."

means this need was identified as the first (most critical) need by conference attendees.

Criticality Rank	Needs Statements
1st.	Develop procedures on how to pay for an early retirement plan for older teachers.
2nd.	Guidelines on how to control potential conflict within the community over the closing and/or consolidation of neighborhood schools.
3rd.	Plans on how to develop incentives to make early retirement desirable to teachers so they will opt for it.
4th.	How to gain media awareness/support for solutions to declining enrollment problems.
5th.	Guidelines for when and how to hold public meetings to discuss and resolve declining enrollment problems.
6th.	To clarify Arizona laws regarding legal procedures for termination of unsatisfactory teachers.
7th.	To develop an early retirement plan for older teachers.
8th.	Suggested management procedures for how administration can adjust to reduced income and the necessity to reduce overhead by operating fewer units.
9th.	How to generate community support and/or direction of actions needed to meet declining enrollment problems.

10th. Guidelines for superintendents to meet early in the year with potential surplus personnel to explain what and how all avenues are being explored to protect their (surplus personnel's) jobs.

11th. To develop community education programs which are self-supporting of teachers for whom new positions must be found.

12th. A workable plan for staff involvement in meeting the problems of declining enrollment.

13th. Developing "retraining" programs to train surplus secondary teachers for elementary vacancies (or vice versa).

14th. Strategy on how to form cooperatives for many types of services; i.e., special education, purchasing, and data processing services.

15th. Adoption of aggressive procedures for teacher evaluation and acceptable enforcement practices for terminations.

16th. How to generate additional revenues through better and more use of existing school facilities.

17th. Plan for a consortium of districts to be formed to work together to staff their schools.

18th. Plans/procedures for how to consolidate elementary and/or secondary districts into a more efficient district.

19th. Information on what nearby districts have openings and what teachers are available to fill the openings.

20th. To develop a trained corps of substitutes for teachers for whom new positions must be found.

21st. Programs to teach surplus teachers how to write and develop project proposals to bring additional funds to districts.

22nd. Plans for transportation changes as needed.

23rd. Procedures for doing staffing projections based on middle of year figures and prior to contract negotiations.

Also,

100% of the participants surveyed indicated that the conference increased their awareness of the problem;

95% felt the conference offered constructive solutions to the problems of declining enrollment;

91% felt the Arizona Department of Education should assist school districts in solving declining enrollment problems; and

82% felt the resources should be allocated to do this.

All those surveyed indicated that the conference was well organized and of personal benefit.

APPENDIX B
STATEWIDE FOUR-YEAR COMPARISON OF AVERAGE DAILY MEMBERSHIP OF DECLINING DISTRICTS–RESIDENT AND NONRESIDENT

*Fluctuating Average Daily Memberships (ADM), decline one year, increase next year. Also schools in the state that had even one year's decline are included in the report.

**County-wide decline–one county only–*Gila.*

***County-wide decline on Estimated ADM for 1976-77. This could be the result of districts being more conservative in their estimated ADM due to State Aid not being paid on previous years' ADM for declining districts as was done in previous two years. It is interesting to note that all counties estimate a decline on their estimated ADM figures except Maricopa, Pinal, and Yuma.

The four-year comparison was done on ADM rather than enrollment as the data reported on ADM is more reliable due to being reported each 20 days for the entire school year rather than one time at the close of the school year as the enrollment is done.

	1973-74 Actual ADM	1974-75 Actual ADM	1975-76 Actual ADM	1976-77 Estimated from ADE 41-107
***Apache County				
*Alpine El. 07	52.325	56.063	46.965	47.--
Navajo Comp. 05	32.724	26.826	14.261	16.--
*Rnd. Valley Cons. 10	758.419	743.711	748.979	748.--
***Cochise County				
*Apache El. 42	8.425	14.645	11.535	11.--
*Benson El. 09	655.618	642.181	664.389	643.--
*Double Adobe El. 45	104.333	63.656	73.697	72.--
*Forrest El. 81	29.476	32.351	25.898	26.--
Ft. Huachuca 00	1,563.816	1,486.140	1,423.298	1,550.--
*Palominas El. 49	345.301	315.794	336.770	334.--
Bisbee Unif. 02	2,224.527	2,012.778	1,826.728	1,675.--
*Douglas Unif. 27	4,449.923	4,473.453	4,451.937	4,353.--
*San Simon Unif. 18	189.380	201.390	179.909	180.--
St. David Unif. 21	350.051	345.472	337.674	336.--
***Coconino County				
*Maine Cons. 10	77.876	78.690	70.679	70.--
Page El. 08	1,911.593	1,818.265	1,340.976	1,246.--
*Page H.S. 08	745.370	870.732	642.376	613.--
*F & M Unif. 06	363.434	409.495	398.288	405.--
Grand Cyn. Unif. 04	259.837	251.155	249.825	239.--
*Williams Unif. 02	753.415	744.829	766.785	752.--
**Gila County	8,052.018	7,743.920	8,233.495	7,778.--
Globe El. 01	1,774.874	1,654.879	1,651.429	1,643.--
*Rice El. 20	1,129.327	1,094.180	1,126.526	1,056.--
*Globe H.S. 01	781.479	716.426	976.162	736.--
*H/W Unif. 41	800.785	802.168	798.657	787.--
*Miami Unif. 40	2,331.916	2,216.596	2,241.938	2,240.--

	1973-74 Actual ADM	1974-75 Actual ADM	1975-76 Actual ADM	1976-77 Estimated from ADE 41-107
***Graham County				
Ft. Thomas El. 07	345.289	341.895	335.895	327.--
*Klondyke El. 09	6.162	7.457	6.725	6.--
*Solomonville El. 05	357.507	418.339	380.849	381.--
Thatcher Unif. 04	982.162	1,056.402	1,050.758	1,044.--
***Greenlee County				
Blue El. 22	2.748	2.673	2.514	3.--
Clifton El. 03	473.070	459.884	428.756	440.--
Clifton H.S. 10	233.364	224.592	216.559	220.--
*Morenci H.S. 30	501.222	495.805	502.343	487.--
Maricopa County				
Aguila El. 63	103.964	93.506	89.908	87.--
Alhambra El. 68	8,763.616	8,482.903	8,053.619	8,006.--
*Arlington El. 47	169.328	187.483	181.615	182.--
*Avondale El. 44	1,866.438	1,868.569	1,833.382	1,826.--
Balsz El. 31	2,137.713	2,057.863	2,010.088	2,010.--
Buckeye El. 33	924.467	896.690	850.659	855.--
Cartwright El. 83	12,421.598	12,335.348	12,160.861	12,067.--
*Creighton El. 14	5,069.988	4,707.388	4,736.878	4,720.--
*Dysart El. 89	2,992.616	2,890.865	2,932.018	2,913.--
*Fowler El. 45	387.606	379.151	396.993	430.--
*Glendale E. 40	6,901.020	7,002.321	6,997.334	7,100.--
Higley El. 60	156.376	154.349	148.290	146.--
*Isaac El. 05	5,176.465	4,924.622	4,980.258	4,788.--
*Laveen El. 59	1,725.249	1,660.358	1,763.483	1,643.--
*Liberty El. 25	589.184	576.758	593.135	593.--
*Litchfield El. 79	1,189.102	1,253.246	1,182.182	1,179.--
Littleton El. 65	1,612.906	1,533.373	1,461.676	1,462.--
Madison El. 38	5,891.977	5,614.943	5,397.797	5,364.--
Morristown El. 75	63.935	62.020	58.792	60.--
Murphy El. 21	2,424.170	2,255.510	2,133.647	2,134.--
*Nadaburg El. 81	183.309	237.165	220.893	223.--
*Osborn El. 08	2,790.602	2,614.920	2,617.509	2,618.--
*Palo Verde El. 49	191.757	200.081	169.881	170.--
Phoenix El. 01	8,127.455	7,511.584	7,072.820	6,680.--
*Riverside El. 02	258.160	250.317	291.269	238.--
Roosevelt El. 66	10,677.031	9,895.833	9,339.356	9,245.--
Tolleson El. 17	846.134	838.431	837.043	855.--
Union El. 62	127.620	106.731	89.869	88.--
*Washington El. 06	24,049.548	24,279.548	24,208.379	24,460.--
Williams AFB 00	560.921	469.363	421.100	500.--
Wilson El. 07	1,778.365	1,643.403	1,540.514	1,541.--
*Agua Fria U.H.S.	1,332.405	1,316.926	1,374.327	1,350.--
*Buckeye U.H.S.	750.580	742.736	807.049	755.--
*Dysart H.S. 18	815.860	774.291	928.744	755.--
*Phoenix U.H.S. 10	26,865.331	26,279.729	26,793.009	26,065.--
*Gila Bend Unif. 24	711.178	717.518	712.683	683.--
Scottsdale Unif. 48	27,662.456	26,982.900	26,376.279	25,470.--

	1973-74 Actual ADM	1974-75 Actual ADM	1975-76 Actual ADM	1976-77 Estimated from ADE 41-107
***Mohave County				
*Bullhead City El. 15	727.349	697.795	727.596	757.--
*Chloride El. 11	90.213	100.382	94.687	100.--
*Hackberry El. 03	7.974	11.839	10.963	7.--
*Owens Whitney El. 06	48.386	49.395	31.819	32.--
*Yucca El. 13	18.024	21.745	20.079	20.--
***Navajo County				
*Kayenta Unif. 27	1,472.116	1,416.376	1,657.693	1,525.--
*Winslow Unif. 01	2,236.142	2,196.004	2,437.860	2,208.--
***Pima County				
*Catalina Fthls. El. 16	777.547	805.465	802.923	823.--
*Continental El. 39	173.119	168.415	202.814	200.--
*Empire El. 37	19.571	6.519	8.442	10.--
Flowing Wells El. 08	2,823.324	2,624.002	2,462.451	2,450.--
Redington El. 44	22.245	19.668	18.919	19.--
San Fernando El. 35	40.609	36.412	35.161	29.--
*Tucson El. 01	40,074.033	40,310.285	39,718.466	39,000.--
Flowing Wells H.S. 08	1,248.634	1,245.419	1,229.601	1,250.--
*Ajo Unif. 15	1,745.345	1,718.072	1,745.304	1,699.--
*Sunnyside Unif. 12	9,785.140	9,710.167	9,849.712	9,933.--
Pinal County				
Eleven Mile Corner 00	75.500	70.990	62.024	62.--
Eloy El. 11	1,590.925	1,552.379	1,504.205	1,500.--
*Picacho El. 33	190.496	193.433	177.465	180.--
*Red Rock El. 05	43.622	37.158	37.631	38.--
Sacaton El. 18	858.870	834.251	833.180	832.--
Stanfield El. 24	524.729	514.225	476.820	485.--
Superior El. 15	1,078.906	1,005.322	953.612	949.--
Superior H.S. 15	429.607	427.078	408.534	409.--
Coolidge Unif. 21	2,753.277	2,688.367	2,625.280	2,737.--
M/S.M. Unif. 08	2,632.799	2,598.521	2,547.378	2,333.--
Ray Unif. 03	1,619.712	1,570.150	1,515.841	1,524.--
***Santa Cruz County				
Lochiel El. 09	9.019	3.028	.993	2.--
*Sonoita El. 25	49.377	51.696	47.205	42.--
*S. C. Vly. Unif. 35	485.884	525.501	498.029	523.--
*Patagonia H.S. 20	209.130	195.806	210.477	198.--
***Yavapai County				
*Canon El. 50	142.350	156.623	148.830	143.--
Congress El. 17	68.500	67.190	66.997	65.--
Cottonwood/Ok. Cr. El. 06	1,288.800	1,286.582	1,240.463	1,240.--
*Hillside El. 35	30.555	32.083	27.946	26.--
*Peeples Vly. El. 55	15.184	8.946	18.825	19.--
Rincon El. 47	17.156	16.361	14.591	14.--
*Skull Vly. El. 15	65.734	56.007	65.178	63.--
Verde El. 03	215.717	194.766	193.324	193.--
*Walnut Grove El. 07	12.680	17.070	16.694	16.--
*Williams Vly. El. 02	28.161	35.507	33.493	31.--

	1973-74 Actual ADM	1974-75 Actual ADM	1975-76 Actual ADM	1976-77 Estimated from ADE 41-107
***Yavapai County (Continued)				
*Ash Fork Unif. 31	125.753	105.167	135.685	110.--
*Bagdad Unif. 20	672.438	613.674	639.094	628.--
*Camp Verde Unif. 28	710.372	762.936	756.853	754.--
Seligman Unif. 40	218.115	190.659	184.494	176.--
Yuma County				
Bouse El. 26	37.369	34.069	30.405	28.--
*Hyder El. 16	117.681	151.907	144.810	142.--
Mohawk Vly. El. 17	291.948	264.729	247.597	255.--
*Parker El. 27	1,283.902	1,274.924	1,276.118	1,261.--
*Salome El. 30	77.264	68.611	63.643	64.--
Somerton El. 11	1,142.058	1,142.529	1,124.114	1,120.--
*Vicksburg El. 03	13.133	10.428	17.017	17.--
Wenden El. 19	101.188	89.696	86.311	90.--
Yuma El. 01	6,250.153	6,074.997	5,899.665	5,898.--

APPENDIX C
SUMMARIES OF STATE AID PROVISIONS FOR DECLINING ENROLLMENT IN OTHER STATES

Ten states have been identified by the Education Commission of the States as those that provide state aid specifically to offset the financial impact of declining enrollment on local school districts. The following summaries describe the method of compensation each state is using.

In *California*, each school district has a revenue limit per average daily attendance, and state and local income combined cannot exceed that limit. Effective fiscal year 1975-76, California law provides that a district experiencing a loss in ADA can claim 75 percent of the loss for the current year if the decline is greater than 1 percent and can increase its combined state and local revenue limit accordingly. The increase in limit must be borne by the local taxpayers. Thus, there is no additional state aid for declining enrollment.

In *Colorado*, districts are permitted to use the largest of the following three student counts for state funding for a given calendar year: (1) the average daily attendance entitlement immediately preceding the budget year; (2) the average daily attendance entitlement for the second year preceding the budget year; or (3) the average of the average daily attendance entitlement for the three years preceding the budget year.

School districts in *Illinois* have the option of utilizing the current year's weighted average daily attendance or the prior year's WADA when filing a general state aid claim.

Indiana law permits school districts to use either the current year's enrollment or the enrollment of the previous year for the purpose of determining amount of state aid.

The *Iowa* General Assembly has provided that school districts with declining enrollment may add to the current year enrollment an amount equal to 50 percent of the decrease to the extent that the decrease is not more than 5 percent of the base (previous) year's enrollment and 25 percent of the increase to the extent that the decrease exceeds 5 percent of the base year's enrollment. In Iowa, allowed pupil cost times the enrollment gives the district budget limit.

This has been interpreted to mean, for example, that if a school had an enrollment in 1975-76 of 500 students and anticipated a loss of 35 students, then 50 percent of up to 5 percent of the decrease of the anticipated decrease can be added to the 1976-77 enrollments as well as 25 percent of the excess of the 5 percent of the base year enrollment.

Thus, we would have:

> 5 percent of 500 students = 25 students, 50 percent of 25 students = 12.5 students.
>
> The anticipated loss of 35 students minus 25 students at the 50 percent rate leaves 10 at the 25 percent rate or 2.5.

Thus, the total students to be added to the budget year enrollment of 465 would be 15.

In *Kansas*, if enrollment declines less than a specified amount, a district may budget on the basis of its prior year enrollment. The percentage amounts range from 5 to 10 percent based on the enrollment in the district. Districts that have enrollment declines that exceed these amounts are expected to make program adjustments to accommodate the membership loss. No additional state aid is provided for declining enrollments.

In *Minnesota*, the total pupil units of a district are used as a multiplier in determining state aid. The state's only two first-class cities–Minneapolis and St. Paul–are paid for one-half of any loss in pupil units from one year to the next. A loss of students in one "pair" of years does not carry over to the next pair of years.

In 1975, the *North Dakota* General Assembly enacted into law provisions that allowed local districts to use either the previous year's enrollment or the current year's enrollment to determine membership for state aid purposes.

In 1975, the *Ohio* General Assembly enacted a new foundation program that includes a provision whereby school districts may use the actual average daily membership or the average of the total average daily membership for the current year and two preceding years for use in determining membership for state aid purposes.

Declining enrollment in *Oregon* is measured by subtracting the weighted resident average daily membership for the quarter ending December 31 of the apportionment year from the weighted resident average daily membership for the previous year ending June 30. If the figure is a positive one, it is multiplied by the flat grant to determine the additional state aid for declining enrollment.

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